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ABSTRACT

The state initiatives described in this report are geared toward meeting the national education goals. Although they vary considerably, the initiatives emphasize the importance of establishing high-level goals and standards applicable to all students and providing local flexibility in exchange for accountability. Many initiatives involve: (1) comprehensive legislative packages addressing all six national goals and stressing connections between K-12 education, early childhood, and lifelong learning efforts; (2) new broad-based coalitions of educators, policy-makers, and business people working to develop comprehensive statewide strategic plans for educational improvement and a common core of learning; and (3) educational reform efforts stressing school-based decision making, new approaches to curriculum, instruction, and assessment, and professional development opportunities for educators. Regarding implementation, governors need to communicate clearly the reform goals and directions to the public, overcome reluctance to change, create long-term solutions in the face of short-term pressures, and support and sustain systemwide human resource development. The individual plans of Arizona, Arkansas, Maine, Michigan, Nevada, North Carolina, Oklahoma, South Dakota, Tennessee, Utah, and Wyoming are summarized. (MLH)

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Keys to Changing the System

Report of the Action Team on The School Years

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Redefining the Possible ACHIEVING THE NATIONAL EDUCATION GOALS

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National Governors' Association

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The National Education Goals

Goal 1
By the Year 2000, All Children in America Will Start School Ready to Learn.

Goal 2
By the Year 2000, the High School Graduation Rate Will Increase to at Least 90 Percent.

Goal 3
By the Year 2000, American Students Will Leave Grades Four, Eight, and Twelve Having Demonstrated Competency Over Challenging Subject Matter Including English, Mathematics, Science, History, and Geography, and Every School in America Will Ensure That All Students Learn to Use Their Minds Well, So They May Be Prepared for Responsible Citizenship, Further Learning, and Productive Employment in Our Modern Economy.

Goal 4
By the Year 2000, U.S. Students Will Be First in the World in Mathematics and Science Achievement.

Goal 5
By the Year 2000, Every American Adult Will Be Literate and Will Possess the Knowledge and Skills Necessary to Compete in a Global Economy and Exercise the Rights and Responsibilities of Citizenship.

Goal 6
By the Year 2000, Every School in America Will Be Free of Drugs and Violence and Will Offer a Disciplined Environment Conducive to Learning.

Foreword

If politics is the art of the possible, leadership is truly the art of redefining the possible. As Governors, we are committed to achieving the national education goals. In answer to fears that our aspirations are impossibly high, we insist that the possible must be redefined by restructuring our schools to meet world-class standards.

Following the President's historic education summit with the nation's Governors, six challenging education goals were adopted. The goals provide a grand vision of a revitalized nation ready to seize the opportunities of a new century and millenium. To meet the high standards articulated in the goals, we must reach beyond our current strategies for educating America.

This year, Governors have taken bold steps to implement changes intended to boost school readiness, student achievement, graduation rates, safety in the schools, and lifelong learning. Three action teams of Governors and corporate leaders were established last August to redefine and demonstrate new possibilities in three areas—school readiness, the school years, and lifelong learning. Participating Governors took action at home to implement statewide systemic reforms that would move their states toward achievement of the national education goals.

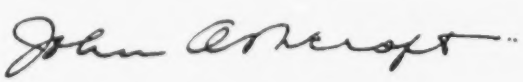
As managers of complex organizations, business executives were asked for their counsel on applying lessons of corporate restructuring to education reform. State and corporate leaders share concerns about quality, productivity, outcomes, and continuous improvement.

As reforms are instituted at home, we are identifying common barriers and key opportunities for systemic change. We still are struggling to change the structures that reinforce the status quo and stifle innovation. But a new education system is emerging. With high-performance goals as our beacon, we see a system that engages all students and their families and communities in a demanding but encouraging environment in which success is attained by all.

The action teams had outstanding leadership. The Action Team on School Readiness was chaired by Ohio Governor George V. Voinovich, with New Mexico Governor Bruce King as vice chairman. Wyoming Governor Michael Sullivan led the Action Team on the School Years, with Arizona Governor Fife Symington as vice chairman. Wisconsin Governor Tommy G. Thompson served as chairman of the Action Team on Lifelong Learning, aided by Indiana Governor Evan Bayh as vice chairman.

The work of each action team was enriched by the participation of prominent business leaders. The Action Team on the School Years included J. Roger Hirl, president and CEO of Occidental Chemical Corporation, and Kay R. Whitmore, president and CEO of Eastman Kodak Company.

I am grateful to the members of the Action Team on the School Years for demonstrating the leadership necessary to redefine the possible and for the work of all of those who supported their efforts. *Keys to Changing the System* documents state education initiatives and highlights the challenges Governors face in sustaining their efforts to achieve the national education goals and to improve the performance of all students.



Governor John Ashcroft, Missouri
Chairman, National Governors' Association

The Challenge

As Governors, each of us is aware of the importance of and urgent need for improvement in education. Governors are uniquely positioned to serve as the junction for everyone involved in education reform—teachers, administrators, parents, students, university professors, business and community leaders, and local, state, and federal policymakers. It is perhaps our greatest individual challenge to bring people together to achieve systemic change.

What is systemic change? It is not tinkering around the edges, using buzzwords, or just doing the same things a little better. It is not a top-down or bottom-up process: It is all-encompassing. Perhaps the best analogy is one we heard from U.S. Undersecretary of Education David Kearns. He used the example of a farmer in 1890 who wished he had a plough horse that was twice as strong and twice as fast but ate half as much oats, but he never thought to invent a tractor. That is comparable to the leap forward we must seek in education.

The Action Team on the School Years was charged with focusing public attention on education, undertaking state-level efforts geared toward achieving better results, and identifying common barriers, goals, and themes in achieving the national education goals. The Governors participating on the action team agreed to implement new initiatives or intensify their efforts to achieve statewide systemic reform. This report highlights some of the efforts that will support the American schools of the twenty-first century.

During the past year, the action team held four key meetings with a number of education and business leaders. We discussed critical issues such as barriers to school restructuring, realities and myths of school reform, lessons learned from corporate restructuring, and new approaches to assessment. Our discussions were enlightening and constructive.

Through these discussions, one question continually emerged: What is the role of the Governor in school reform? Governors cannot afford to be on the periphery of education reform. As the chief executive officers of our states, we can provide a vision for education while supporting and encouraging the efforts of chief state school officers, school boards, educators, parents, and students.

No one group can be assigned blame for the problems of our current system, or be charged with sole responsibility for improvement. There is no one single key, but rather a set of keys, needed to unlock the potential of our children, our schools, and our society. Bringing together all of the players involved, which is essential to any true systemic reform, may be one of the most important roles for Governors.

We believe this report demonstrates the Governors' long-term commitment to systemic reform. Many of us are new to the education debate, so this time of dramatic change in our education systems has been, appropriately, an educational process. While the specific reforms we propose may vary to address the unique circumstances in our individual states, we all have concluded that change is necessary. It would be naive to think that we can easily keep political and partisan considerations out of this debate, but it is imperative that we do if any meaningful change is to occur.

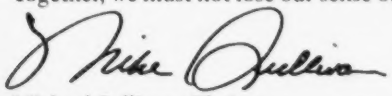
Another hurdle to overcome is the funding needed to achieve systemic reform. We are challenged to sustain our educational initiatives while our states are facing significant financial constraints. While money is not the answer, it is a tool in systemic change. And it should be noted that citizens' support for government spending is significantly higher when those revenues are targeted for improved educational outcomes.

"There is no one single key, but rather a set of keys, needed to unlock the potential of our children, our schools, and our society."

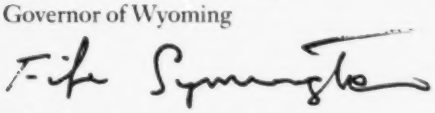
We all must do a better job of conveying the message to our citizens that our schools must improve if our children—and our country—are to compete in a global economy. All of us have felt discouraged by the seeming indifference to our schools, but we believe our citizens do care deeply about education. They simply are going through the same learning process as we.

Further, we must remember that, by one estimate, our children spend only 9 percent of their time in school. For the other 91 percent of the time, they are under the influence of parents and peers, churches and synagogues, community leaders, employers, the media, and television. We cannot ask our schools to compensate for all the problems of our society. Instead, communities must support and take responsibility for the education of young people. This may be the greatest task of all. For no matter what Governors or other political leaders may desire, we will not succeed if parents and community members themselves do not take responsibility and action to improve education for all children.

Together, we must not lose our sense of urgency.



Michael Sullivan, Chairman
Governor of Wyoming



Fife Symington, Vice Chairman
Governor of Arizona

Other Members of the Action Team on the School Years

Governor Bill Clinton, Arkansas

Governor John R. McKernan Jr., Maine

Governor John Engler, Michigan

Governor John Ashcroft, Missouri

Governor Bob Miller, Nevada

Governor James G. Martin, North Carolina

Governor David Walters, Oklahoma

Governor George S. Mickelson, South Dakota

Governor Ned Ray McWherter, Tennessee

Governor Norman H. Bangerter, Utah

J. Roger Hirl, President and CEO, Occidental Chemical Corporation, Dallas, Texas

Kay R. Whitmore, President and CEO, Eastman Kodak Company, Rochester, New York

Introduction

The Action Team on the School Years was charged by Missouri Governor John Ashcroft, chairman of the National Governors' Association, to focus public attention on education, undertake state-level efforts geared toward achieving better results for all students, and identify common barriers, goals, and themes emerging across states as they work on these efforts. Over the past year, eleven Governors and two corporate chief executive officers have worked together to define and implement action steps toward achieving the national education goals. Governor Ashcroft served as an ex-officio member of the action team.

The action team met on several occasions to discuss systemic change. Sessions were devoted to restructuring education, organizational change, and how lessons learned from business may apply to education. While these discussions occurred, the eleven Governors on the action team implemented their own state-level education initiatives designed to achieve the national education goals. This report highlights the lessons emerging from state efforts to improve public education across the country and summarizes the initiatives in each of the eleven states.

The goals are stimulating change and new directions for education reform. States are launching initiatives based on the understanding that the entire system must be transformed in order to increase the performance of all students dramatically. Systemic educational change requires redesigning all the pieces of the education system in a coordinated, coherent fashion. Changing multiple parts of the system at once—especially with limited resources—is proving extremely difficult. Nevertheless, it is clear that the system cannot improve significantly without coordinated policies.

Systemic reform is a dramatic departure from previous efforts to improve education. Systemic reform acknowledges the complexity of fundamentally changing the ways classrooms, schools, districts, and state agencies are organized and operated. States must spearhead the process of restructuring by creating the political conditions that support change, setting challenging standards for student performance, stimulating district and school innovation, and creating new accountability systems. These changes in K-12 education must be linked to equally dramatic changes in the preschool years and in lifelong learning opportunities.

Such profound change does not happen overnight. Nor does it happen in a series of predictable and linear steps. It requires an agenda that recognizes how all the parts of the system interrelate, one that provides the time to experiment and learn from these efforts. And it requires patience, for no one has undertaken such an ambitious agenda before. Change requires that individuals assume new roles and responsibilities and create a working culture of continuous improvement. This was noted by the two corporate members of the action team during a session at the NGA winter meeting in Washington, D.C., that addressed lessons learned from corporate restructuring. J. Roger Hirl, president and CEO of Occidental Chemical Corporation, said:

> "One of the more challenging aspects of [our] management philosophy is to create an environment where continuous improvement flourishes. If a company is to be truly excellent in every activity, everyone throughout the organization must work together to improve processes and to execute them with energy and efficiency. This requires a fundamentally different view of the relationship between employees and the organization. It means managers must become leaders instead of bosses, coaches instead of enforcers. They must enable and empower people and eliminate policies and practices that seek to control people instead of systems. Most of all, they must blame systems, not people. We are just now learning about the value of an empowered, energized workforce."

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Kay R. Whitmore, president and CEO of Eastman Kodak Company, noted:

> "The most important changes are behavioral. What we needed—and what many of you need to push as leaders of your organizations . . . is a paradigm shift, a change in thinking, and change in corporate culture. . . . So your challenge, as CEOs, is not going to be met by simply doing the old things just a little bit longer and a little bit harder. In many respects, they are going to have to be done differently. We simply must think anew."

During the past year as the states have been involved in their action initiatives, the issues of education standards and national assessments have been debated heatedly across the nation. The National Education Goals Panel discussed measurement issues and ways to document progress toward achieving the goals. The National Council on Education Standards and Testing focused the national debate on challenging education standards, new assessment systems, and school delivery systems that provide students the opportunity to meet the established standards. While these discussions continue, the states are taking action.

The state initiatives described in this report are geared toward meeting the national education goals. They vary, reflecting state and local concerns and considerations. In general, they emphasize the importance of establishing high-level goals and standards applicable to all students, and providing local flexibility in exchange for accountability. Many of the initiatives involve:

- Comprehensive legislative packages addressing all six national education goals and stressing the connections between K-12 education, early childhood, and lifelong learning efforts;
- New broad-based coalitions of educators, policymakers, and business people working on the development of comprehensive statewide strategic plans for educational improvement and a common core of learning; and
- Efforts to reform education that emphasize school-based decisionmaking; new approaches to curriculum, instruction, and assessment; and professional development opportunities for educators.

Four common lessons emerged as especially critical across states as they implemented their initiatives. Grounded in the need for both public and educator support for systemic change, the lessons learned are closely related to each other. Specifically, Governors need to:

- Communicate clearly the goals and new directions for school reform to educators and the public;
- Overcome the reluctance to change;
- Create long-term solutions in the face of short-term pressures; and
- Support and sustain human resource development at all levels of the education system.

These lessons come at a time when states face tremendous fiscal uncertainty and growing equity considerations at the school and district levels. Although fiscal constraint can result in retrenchment, the current budgetary environment challenges Governors, other state policymakers, and educators to do things differently than they have in the past.

Each step taken yields important new information about what is possible, what gets in the way, and how common challenges can be foreseen and overcome. The following "lessons learned" emerged from experience in implementing the state initiatives, during action team meetings, and through conversations between NGA staff, educators, and policymakers throughout the year.

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Lessons Learned

1. Communicate Goals and New Directions for School Reform

State goals developed through a participatory process and linked to the national goals go part way toward setting a new direction for education, but they do not go far enough. The necessarily general language of goals does not translate into a clear sense of direction for teachers inside classrooms. Educators need to be engaged in a discussion on the concrete expectations for their students—both what students must learn and how student performance will be measured. In addition, the development of world-class standards and accurate student assessments gives meaning to learning goals and set clear directions for curriculum and instruction. If school faculties, district leaders, and the community do not have a set of measurable goals and standards that set a new course, they are unable to make much progress. When people work very hard and make a lot of changes but do so with no discernible progress toward a clear goal, frustration and burnout soon follow.

The new directions also must be supported by the larger community. In many areas around the country, parents and community members argue that although there may be problems in American public schools, the schools in their communities are not part of the problem. Yet students in schools across the country are not performing at high levels, and many students are still being labelled inaccurately, preventing them from participating in challenging academic programs.

The state initiatives in this report and the national education goals are geared toward improving educational performance of all children in all school settings in the inner cities, the suburbs, and rural America. Parents and community members have to be included in the debate about the purpose of schools and what they should be achieving. If parents and the larger community do not see a need for their schools to change and do not support the performance goals that guide educators, reform efforts will be stymied. Educating the public and engaging parents in school activities to encourage support for and commitment to education are steps states are taking and need to sustain to ensure broad-based support.

Probably the single most important lesson learned is that more time should be taken to inform the public about the specifics of the proposed reforms and how they will be affected by them prior to seeking enactment of the reforms through legislation.
–Arizona

We have learned in Oklahoma that the more people you get involved in the discussion, the greater chances you have for gaining support statewide.
–Oklahoma

In Nevada, as in the nation, too many children have little or no access to basic health care services. Unhealthy, malnourished children are unable to learn. No Governor or legislature can single-handedly make the difference. Only through a comprehensive effort involving people from all walks of life will we be successful.
–Nevada

2. Overcome the Reluctance to Change

Change in any organization is difficult. Action team members Kay R. Whitmore and J. Roger Hirl both noted this when they told the Governors on the team about their experiences with corporate restructuring. Mr. Whitmore acknowledged that:

> "We have learned, as have others, that real change is painful, perhaps even brutal. Mere organizational or structural changes were not enough—we are changing the very culture of the company and behavior styles of our people. When you are as old and big as we are, that is not easy."

In his comments to the action team of Governors, Mr. Hirl said:

> "We recognize that change is difficult for most people. But in today's world, we need to create an environment where people not only are comfortable with change, but initiate it themselves."

Following decades of "stop and start" reforms, educators—especially teachers—are wary of and cynical about new reform efforts. Teachers and administrators are accustomed to a system packed with demands and signals about what to do, many in conflict with one another. They have developed powerful coping strategies for functioning in this environment.

Consequently, systemic reform requires a clear and consistent set of signals and incentives over a long time to have any chance of piercing this protective cover. For this to happen, and in order to achieve the national education goals, stakeholders throughout the system must buy into a set of goals and standards for student performance. In turn, the goals must be reinforced and communicated through curriculum frameworks, educational materials, professional development opportunities, and the accurate assessment of student performance.

A sustained commitment to systemic change is necessary to support those "on the front lines" of education. Parents, community members, business leaders, and elected officials must continually struggle to keep the system open to change and help educators combat the reluctance to change. Only with this assistance will all children benefit from the reform efforts.

Systemic change calls for reorganization, rebuilding, and rethinking. Frankly, uncertainty scares anyone. The biggest challenge to fully realizing the potential of Act 236 is to successfully confront and allay the fears of parents and educators and convince them that our children's future is what is at stake.
–Arkansas

It has been apparent from the beginning that not everyone believes that a Governor can really be initiating a plan that is truly bipartisan and not for political gain. The current success of the North Carolina 2000 program indicates that many have not let this concern stop them from becoming involved in a promising mechanism for change.
–North Carolina

A barrier to change is the notion that improvement is a luxury. In some districts, the Wyoming School-University Partnership is still viewed as a "frill" that we cannot afford in a time of budget constraints— even though partner districts must contribute just $5,000 to belong. While member districts are enthusiastic, there is no waiting list to join and new member districts must be recruited.
–Wyoming

Citizens by and large in our state have very conservative attitudes and will not easily support major changes. Also, many citizens voice the attitude that "it was good enough for me, it's good enough for my kids."
–South Dakota

3. Create Long-Term Solutions for a Short-Term World

Restructuring the entire education system is different from previous educational reform efforts in its complexity and its long-term agenda. Never before have state and national policymakers talked of a ten-year plan for educational reform. Consequently, few have faced the need to sustain political and public attention on an agenda that extends well beyond elected terms of office.

Although changes can occur rather quickly, results take much longer to emerge. It takes time to assess the results of current reforms to make mid-course corrections for improvement or to change direction. In addition, long-term commitment and flexibility are needed in the development of standards for elementary and secondary schools across the country. By definition, world-class standards are constantly evolving. As with a moving target, consideration must be given to what lies ahead. Opportunities for continuous improvement and lifelong learning must be available for all.

Early efforts to transform state systems underscore the magnitude of the task. And the concurrence of the recession and education reform serves to intensify the challenge by slowing systemic change. Many aspects of restructuring can be set in motion without additional resources—by reallocating existing resources, setting new priorities, and capitalizing on limited funds as an opportunity to do things differently. For example, the need for massive retraining of teachers and administrators has not yet received political attention as a priority. Such professional development activities may be slowed considerably unless there is rethinking of how resources currently are used to support the time and increased access to knowledge needed by educators to change their jobs.

To sustain attention on the agenda, some states have created extragovernmental bodies that survive elections. Often composed of representatives of the business community, parents, educators, policymakers, and the public, such groups can attract public and private support to conduct media campaigns, track progress, and keep the public informed and engaged over time. The challenge is to build and sustain support for educational reform among all citizens, regardless of whether they have children in school.

Building and maintaining commitment to the reform efforts in the absence of short-term demonstrable results requires constant attention. Broad consensus building must be a high priority.
–Maine

We know that systemic change does not come easily or quickly. Change often is difficult, frustrating, and very slow. But we also know that we must do our part to make a difference in our children's lives.
–Arkansas

A major issue for states to consider before engaging in strategic planning should be the artificially high expectations that are created by the planning process itself. To be systemic and comprehensive, all pieces of education must be addressed, which leads to the false notion that all changes will happen immediately. When this does not happen, many individuals and groups may lose faith in the planning process.
–Utah

The reforms reflect a two-year effort to gather input from thousands of teachers, administrators, parents, and members of Tennessee's business community. The willingness to undertake such ambitious change is a testimony to Tennessee's commitment to do whatever is necessary to make sure its children can compete successfully in the economy of the twenty-first century.
–Tennessee

A network newscast, on the release of the latest SAT scores last fall, noted two years had passed since the 1989 Education Summit—"and still no progress." Two years! If this is the limit of our attention span, we are in deep trouble. If reform occurs every day, improvement in education will never be "done," and it will require our faithful devotion.
–Wyoming

4. Support and Sustain Human Resource Development in Education

Restructuring and systemic reform emphasize the critical importance of professional preparation and career-long training and development. Developing human resources in the education system underlies the entire reform agenda. J. Roger Hirl noted the importance of human resource development from his perspective as a corporate leader. He noted:

> "If you create the environment where [people] find intrinsic value in their job, and if you enable them with the tools and training needed to be successful and provide a constancy of purpose, you will reap the benefits of a highly energized workforce charging down the path as a team."

Systemic reform asks teachers and administrators to redefine their jobs totally—to teach in different ways, to create new curricula, to take on new kinds of leadership and management roles, to inspire and support peers and staff, and to work as team members and colleagues. People do not learn dramatically new ways of working without access to a broad range of professional development activities, from training and guided practice to role models and peer assistance. Moreover, this job transformation does not begin and end; it is ongoing as educators learn about new professional knowledge and practice throughout their careers.

Lack of access to new knowledge slows systemic reform, as does the lack of time built into the job to learn new ways of working. States are experimenting with a variety of approaches for increasing access to new knowledge—providing trainers of trainers, establishing local consortia, strengthening links between higher education and schools, hiring state-supported consultants, developing subject matter networks, and expanding the role that technology plays in human resource development, among others. But these are rarely sufficient to meet the need and they do not address the critical time issue.

Beyond allocating a few additional days for professional development—by adding on to the school year, exchanging a few days of the school year, or having a few early release or late arrival days for students—there are very few examples of significantly changing the amount of time available to teachers to learn, plan together, and observe good practice. States are just beginning to discuss entirely different models such as redefining teaching as a year-round profession. Exploring this approach requires additional resources for what is not yet a politically appealing issue.

Sadly, educators most in need of opportunities to learn new practices are those in schools serving large numbers of students from poverty-stricken areas. Concentrated in inner cities or rural areas, these educators are less likely than their counterparts in more affluent areas to have access to the latest knowledge, best training, and best practices. This risks exacerbating the already deep inequities, worsening the very situation the national goals and systemic reform were created to improve.

Local schools are, for the most part, very small and staffed minimally. Administrators typically wear several hats. The priority is often managing daily affairs—attendance, lunch count, facility issues— rather than leadership—policy, curriculum, instructional models.
–South Dakota

The teacher workforce must be prepared to assume the responsibilities of organizing and operating their own schools. The pre-service and in-service training of our public school teachers will have to be modified and strengthened substantially to prepare them for the new responsibilities required by our initiative.
–Michigan

Action Initiatives in the School Years

The Action Team on the School Years focused its year-long efforts on education initiatives for children in kindergarten through grade twelve, while recognizing the linkages to readiness and school-to-work issues. The following descriptions highlight initiatives designed to meet the national education goals in the eleven states represented on the action team.

Previous NGA reports have focused on collective action of Governors, key policymakers at state and local levels, educators, and community members to improve public education. The following state descriptions provide perspectives specifically on the Governors' role in restructuring, with particular attention on how gubernatorial leadership can build coalitions of key players and sustain focus on the multiple components of educational reform.

Governors are challenged to help design a system where educators have time to work together to share best practices and where pilot projects and special programs can be "scaled up" to benefit all. This may be particularly difficult since education governance structures vary across states. The descriptions that follow underscore the complexity of reform nationwide through the diverse issues the states are addressing. The initiatives are presented in alphabetical order by state.

Arizona

Arizona's School Years Initiative is a comprehensive legislative package addressing all six national education goals. Six weeks after taking office, Governor Fife Symington issued an executive order establishing the Governor's Task Force on Educational Reform. The charge to the task force was to develop recommendations to restructure and reform the education of Arizona's elementary and secondary school students and to produce, by December 1, 1992, legislative recommendations for enactment by the Arizona Legislature.

While there had been numerous reform efforts in Arizona prior to the initiation of the task force (such as career ladders, restructuring grants, and performance-based assessment), a comprehensive and integrated approach to statewide reform had not been undertaken. By convening and chairing each meeting of the task force, the Governor provided the means for bringing together those interested in and opposed to reform. Among the members of the forty-one-member, bipartisan task force were the superintendent of public instruction, the president of the State Board of Education, the chair of the House Education Committee (a Republican), the chair of the Senate Education Committee (a Democrat), an additional legislator from each chamber, the president of the Arizona Education Association, the president of the Arizona Federation of Teachers, the president of the Arizona School Boards Association, and the president of the Parent-Teacher Association.

Also included as members of the task force were school administrators (including superintendents and principals), classroom teachers (including teachers of handicapped and language minority students), parents, clergy, higher education representatives (including the dean of a college of education and the president of a community college), and co-chairs of the Arizona Business Leadership for Education and other representatives of the business community. A second sixteen-member group with similar

"We must set high expectations for our children and for the adults responsible for teaching them. We cannot afford to lose even one child to an inadequate education system. It is our responsibility as the stewards of our states to sustain our commitment to education reform. We owe it to our children."

Fife Symington, Governor of Arizona

affiliations was formed to review the state's school finance system and to develop proposals for consideration by the task force.

Four months into its work, the task force produced a set of preliminary recommendations for public review. The proposals that were supported by a majority of the task force members were presented as "recommendations." If a proposal had support from at least one-third of the task force members, it was presented as an "alternative." The purpose of having competing proposals was to stimulate public discussion and debate on controversial issues.

The task force then held public hearings in every county in the state, including one hearing broadcast throughout the state via satellite in which viewers were able to call in and present their views. Another hearing was conducted in Spanish. A videotape of the recommendations was aired at each hearing to ensure continuity in the message throughout the state and to provide additional background for attendees who had not reviewed the preliminary recommendations.

The task force reconvened after the public hearings, reviewed the response from the public, and modified the reform proposals. Final recommendations were adopted in November and officially released in a report, *Reform, Restructuring, Rededication*, in December 1991. The task force proposals addressed the following issues:

- ***At-Risk Populations and Barriers to Learning.*** The at-risk bill ensures that such students receive the support they need to succeed in the state's education system, including preschool programs and integrated health and social service programs.

- ***Decentralization.*** The decentralization bill provides a mechanism by which parents and teachers can have greater involvement in the decisionmaking processes of schools and school districts.

- ***Accountability.*** This bill strengthens Arizona's performance-based assessment system and goal-setting process and establishes a mechanism for state intervention in failing schools.

- ***Training and Professionalism.*** This proposal promotes professionalism among school personnel by reforming colleges of education, shortening timelines for the dismissal of inadequately performing teachers, and strengthening the requirements for those responsible for teacher education.

- ***Open Enrollment.*** The open enrollment bill allows parents greater opportunity to decide where their children attend school.

- ***Finance and Equalization.*** The finance proposal establishes a process revising the overall school finance system to achieve the more equitable distribution of revenues on a per pupil basis among Arizona schools.

These proposals were consolidated into a comprehensive educational reform package and considered during the 1992 session of the Arizona Legislature. Although the initiative was not enacted this year, these concepts, along with others, will continue to be pursued to promote school reform.

Arkansas

In 1991 the Arkansas General Assembly passed and Governor Bill Clinton signed Act 236, titled "Meeting the National Education Goals: Schools for Arkansas' Future." This sweeping initiative states that the national education goals are ambitious, but that Arkansas can and must achieve them. Act 236 was a result of three forces—gubernatorial initiative, legislative action, and public will—coming together to achieve a common goal and to develop a strategic plan to restructure Arkansas' education system. Act 236 ensures that children in the state are prepared for life in a new century.

"We know we can't succeed without sustained leadership. But leadership from the Governor's office alone is never enough. In order to make progress, we need as many leaders as we can find, working together as a team. That is why today in Arkansas, anyone involved in restructuring education is part of the leadership team."

Bill Clinton, Governor of Arkansas

The expectation is that all schools in Arkansas will be involved in restructuring by the year 2000. Driven by Act 236, these efforts will use statewide curriculum frameworks that are linked to learner outcomes. The frameworks are both measurable and flexible enough to accommodate regional diversity and innovation at the school building level. Outcomes will be assessed through indicators that are based on high standards for all students. Student performance will be assessed in the most comprehensive ways possible. Teacher licensure will be based on high standards and driven by performance rather than college transcripts. Schools will be reorganized to allow for meaningful input from teachers, principals, parents, school board members, and students.

Arkansas also will have an ongoing system for professional development for all school personnel, including school board members, so that all involved have the necessary resources and support to meet the needs of a changing student population. The state Department of Education will be committed to the concept that all children can and must learn. It will provide the type of substantive technical assistance that makes the agency a partner in the school reform process for the benefit of all of Arkansas' 435,000 students enrolled in public schools.

Education reform in Arkansas has been evolutionary. Rather than another pilot project that may not be widely duplicated, it is a school-by-school analysis of the ways to meet the needs of all children. Restructuring involves setting higher standards for student outcomes, defining what students must know and be able to do, and giving flexibility, support, and responsibility to each school for deciding how to achieve higher standards. Schools are then measured on how well they meet these standards. In 1983 Arkansas set school standards that focused on the minimum requirement of inputs for a school to operate, such as class sizes and course offerings. In 1987 the Governor invited educators from across the state to participate in the first conference on restructuring education. The conference increased public awareness of the need for systemic change.

Act 236 lays out a specific plan for achieving the national education goals, including the identification of learner outcomes, the integration of statewide curriculum frameworks, and the design and implementation of outcomes-based licensure of teachers and administrators. The state also is providing grants to restructure schools, developing an academy for leadership and school-based management, and reorienting the General Education Division of the Arkansas Department of Education.

The key to implementation was the creation of task forces, each of which was charged with achieving a particular initiative within the act. These task forces have met regularly, working within a specific timeline. While the mission of each task force is specific, all are interwoven to ensure an integrated effort. The Act 236 Advisory Committee, which is made up of individuals from the public and private sectors, meets monthly to hear reports from the task forces to make certain that all units are progressing.

As education reform in the state has evolved, so has public and private support. In addition to the Governor and his administration, educators and legislators have become the primary instigators of change. Parents, private business leaders, and other community members also have assumed major roles in educational change efforts. Business leaders have played an increasingly active role in implementing education reform in Arkansas. Their involvement includes offering feedback on what is needed to prepare students to enter the workforce, providing expertise in areas such as curriculum and management, building community support, improving the use of technology in schools, and providing resources to help support the initiative.

Act 236 is a commitment to bring about fundamental change in what is taught and what is measured, in the incentives for students and educators to work hard, in the ways teachers and administrators are provided opportunities to learn in order to change, and in how state government guides and supports schools throughout the state. Education reform is not an end in itself; rather, it is part of a larger effort

"Those involved in education reform must make the leap from simply talking about reform to actually tackling tough problems and committing to one reform or another. Our children's future depends on our action—and I do not believe we can afford to wait any longer."

John R. McKernan Jr., Governor of Maine

to help all citizens grow into capable and contributing members of society.

Maine

Maine's response to the national education goals has centered on the activities of the Coalition for Excellence in Education and its role as the Maine 2000 Steering Committee. The coalition is a statewide partnership of thirty-eight business, education, and community leaders who are committed to achieving fundamental change in public education. The coalition was created in the winter of 1991 to promote change in all sectors of the education community, including parents, preschool education, K-12 education, higher education (university and technical college systems), and business.

The goals of the Coalition for Excellence in Education reflect and support the national education goals. The coalition developed the following goals to realize its vision for educational excellence in Maine.

- By the year 2000, student learning outcomes as described in Maine's Common Core of Learning shall be mastered by 90 percent of Maine students leaving public schools.
- By the year 2000, all children in Maine will arrive at school ready to learn and will have access to needed support throughout their learning years.
- By the year 1996, the development of curricula, instruction, student assessment, and the use of technology will have identified learning outcomes in 90 percent of Maine's public schools.
- By the year 1996, all teachers and administrators will participate in continuing professional development programs to ensure leadership and effective performance as the educational system undergoes restructuring.
- By the year 1995, partnerships among parents, communities, businesses, and schools will be created in all Maine school systems.
- By the year 1995, at the local and state levels, educational governance will support, and policies will be directed toward, restructuring the educational system.

The Coalition for Excellence in Education consists of all the stakeholders in the educational change process. Each organization represented on the coalition is challenged to identify its initiatives in terms of the coalition goals and, ultimately, the six national education goals. The Department of Education, which has primary state responsibility for achieving the education goals, has integrated and directed all of its activities toward achieving that end.

An important factor that affects educational reform in Maine is the state's small size. It is difficult, if not impossible, to bring about coherent change within the state through a profusion of task forces, each operating with different goals. The involvement of the Coalition for Excellence in Education as the Maine 2000 Steering Committee has been a significant aspect of the change initiative. Following the announcement of Maine as an America 2000 state, Governor John R. McKernan Jr. and U.S. Secretary of Education Lamar Alexander met with the Coalition for Excellence in Education to request its involvement and support as the Maine 2000 Steering Committee.

The foundation for educational reform in Maine is built upon the Common Core of Learning. In 1989 the Governor established a forty-four-member Commission on Maine's Common Core of Learning, which was charged with determining what all Maine children should know and be able to do upon graduation from high school. The commission was composed of people representing K-12 education, policymakers, higher education, the business community, the public, and students. The commission developed a dramatically different, outcome-based description of expectations for Maine students in four domains—the human record, personal and global stewardship, reasoning and problemsolving, and communication. The Common Core of

"The effective administration of a charter schools system will require a substantial investment and redirection in the pre-service and in-service preparation of teachers. Teachers will need new skills in curriculum development, organizational management and leadership, conflict resolution, and other areas in order to carry out the responsibilities of site-based decisionmaking in a charter school."

John Engler, Governor of Michigan

Learning is interdisciplinary and encourages cooperative student learning through experiential opportunities.

Because the Common Core of Learning is not mandated, the implementation process has been of critical importance to this effort. Implementation has been particularly difficult since it has occurred during a serious economic downturn in the Northeast. Each community has the option to adopt the Common Core and, more important, to adapt it to community needs and expectations. Communities in Maine are at various stages in the implementation of the Common Core, and the efforts and energies of the Department of Education are directed toward facilitating the changes envisioned in the Common Core.

Maine's focus on learning outcomes has recently culminated in the creation of the Maine Youth Apprenticeship Program, which is designed to expand options available to all high school students, particularly those not planning to pursue higher education. The program will offer a three-year apprenticeship beginning in the eleventh grade and culminating in a one-year certificate from a Maine technical college. By combining weeks of intensive workplace training with an extended-length school day, apprentices will be held to the high standards demanded of all Maine high school students. The year of college will be offered without cost to the students, and will keep a number of higher education and retraining options open to ensure lifelong learning.

Michigan

Michigan's School Years Initiative specifically addresses the first and third national education goals, which focus on school readiness and student achievement. The state is addressing the wide variance of academic preparation and social skills for youngsters as they enter the third and fourth grade. Specifically, the initiative focuses on state support for tutoring services, an extended kindergarten program, an extended school year, and other programs for at-risk children. The goals of these efforts are to improve basic academic skills for third-graders, resulting in improved performance throughout their academic careers, and to coordinate all human services for young students.

The initiative is part of a more comprehensive statewide effort to improve teaching and learning. This effort involves several underlying principles to ensure improved quality, including specific and understandable academic objectives, discretion and flexibility for administrators and teachers, teamwork, continuous efforts for improvement, training and development for teachers and administrators, and an informed and caring public. Michigan's effort emphasizes a core curriculum, new methods of assessment, initiatives for young children, site-based decisionmaking, preparation and development of professional staff, school-based bonuses and teacher recruitment, and new roles for the Michigan Department of Education and the Michigan university system. The state also is focusing on the teacher tenure process, the school accreditation process, school and business partnerships, the use of technology, equity in school finance, and new choices in education.

Of particular interest to Governor John Engler is the charter school initiative, which is a gubernatorial proposal requiring legislative action. A charter school would be organized by a group of certified teachers with a shared educational philosophy and sponsored by the State Board of Education and the superintendent of public instruction. The academic goals and operating procedures of a charter school would be spelled out in an agreement (i.e., the "charter") between the state board and the organizers, but the school could be exempted from many state statutes and regulations.

These schools are intended to improve student learning by allowing and encouraging innovative and effective teaching methods, creating new professional opportunities for teachers (including

"Nevadans have made long-term plans to address the educational needs as well as the chronic ill health of our children; yet only when there is national consensus, which requires a national awareness, will the problem be adequately addressed."

Bob Miller, Governor of Nevada

the opportunity to design and implement the teaching and learning program at the school), and providing parents and students with new opportunities within the public school system without the constraints of bureaucratic rules and structures. This initiative would move Michigan public schools toward outcome-based education and would introduce cross-district choice in Michigan. Charter schools would be accountable for the academic achievement of their students. Following an initial five-year term, the State Board of Education would renew charters only if the educational outcomes specified in the original charter had been attained.

Charter schools also would complement Michigan's intra-district choice program. Each charter school would be a statewide "school for choice" and would be prohibited from discriminating in its admissions policies or practices on the basis of intellectual or athletic ability, measures of achievement or aptitude, or any other basis that would be illegal if used by a school district.

Implementation will require legislation amending the Michigan School Code and an appropriation in the K-12 School Aid Act. Initially, Governor Engler intended that local boards of education would be granted authority to issue charters. However, to ensure uniformity of outcome standards and avoid the unmanaged proliferation of charter schools, the bill grants the State Board of Education the authority to issue charters.

Although the number of charter schools established in the first few years under the program is expected to be quite low, the innovations introduced in the schools (e.g., ungraded elementary programs, specialized accelerated programs for at-risk pupils, and teachers following students over several grades) could be replicated in the "mainstream" schools. The Governor's office is working closely with key legislators to gain support for the initiative.

Nevada

Nevada focused its School Years Initiative on the first four national education goals—readiness, school completion, student achievement, and math and science achievement. The state directed its efforts toward reducing the pupil/teacher ratio and integrating state and local services for families and children. The state's overall expectation is to improve long-term academic performance and parental participation in public school activities.

In 1989 Governor Bob Miller introduced "strategic planning" to Nevada's budget process. Department budgets now must contain clearly identified and attainable "initiatives." Child development and education are listed as two of the administration's highest priorities in the state plan. Governor Miller has persuaded the legislature to appropriate more than $66 million since 1989 to reduce pupil/teacher ratios in kindergarten through third grade. The pupil/teacher ratio for at-risk kindergartners and first-graders was reduced to fifteen-to-one in fiscal 1991, and the ratio for second-graders was reduced to sixteen-to-one in fiscal 1992. The ratio for third grade is scheduled to be reduced to sixteen-to-one in fiscal 1993; however, it is likely that a slower growth in state revenues will make it necessary to postpone this phase.

With the low pupil/teacher ratios implemented in the early elementary grades, students receive more individual instruction from teachers. Teachers are able to spend more time developing creative, relevant learning materials; assessing individual student performance; identifying student health or emotional problems; and interacting with parents and their children. While the reduction of the pupil/teacher ratios is the most significant state initiative, Governor Miller also is committed to having every Nevada child prepared to enter school healthy and ready to learn. To facilitate this effort, all state programs dealing with children and family issues were merged into a single Division of Child and Family Services to improve coordination and accessibility.

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"Long-range, strategic planning is imperative. We must challenge our best managers and our most creative thinkers to work together to reorganize the education system in a wise and significant manner. The education community cannot be expected to assume this arduous and painstaking task on its own. The future of 1,390,000 students currently enrolled in our K-12 classrooms depends on the success of education reform."

James G. Martin, Governor of North Carolina

The coordination of state and county services to children and families was accomplished through the creation of a state-level Council of Governor's Policy Advisors, a team composed of directors and assistant directors of state and local social service and education agencies. The Governor directed this team to initiate a three-year strategic plan to coordinate state and local services to improve the status of families and children in Nevada.

Governor Miller's education initiatives are consistent with the national education goals and enhance Nevada's overall initiatives regarding economic diversification, standard of living, health reform, and other issues. Although only two initiatives are addressed in this description, Governor Miller's education initiatives also involve:

- Developing higher learning expectations for all students, especially in math, science, geography, language arts, arts/humanities, and foreign languages, that will emphasize complex problemsolving and increase the knowledge base for all students;
- Establishing an academically demanding and relevant occupational education system that will link the schools and the business community; and
- Creating a system of child and maternal health care that makes it possible for every Nevada youngster to be healthy and ready to learn.

North Carolina

The School Years Initiative in North Carolina focuses on the development and implementation of the state's education reform plan, North Carolina 2000 (NC 2000). The strategies in NC 2000 provide the impetus for educational reform in North Carolina communities while simultaneously developing a statewide strategic plan for educational change. The initiative involves all segments of education, business, government, and civic organizations. It addresses the reform of all educational agencies, health and human service coordination with education, and the joint planning for necessary changes in practice, regulations, and legislation.

The purpose of NC 2000 is to encourage and empower the people of North Carolina to achieve widespread educational reform. Since the early 1980s, various efforts have addressed reform in piecemeal fashion. North Carolina 2000 is not intended to develop new information, new studies, or a new report. It is a mechanism to provide an organizational structure to pull together the various groups in the state. NC 2000 is based on the premise that educational reform will not work unless communities get the message that reform is necessary and that education is everybody's business.

Adopted by a state steering committee of thirty-six citizens representing a wide spectrum of stakeholders, the goals of North Carolina 2000 are the same as the national education goals with the addition of three goals that are specific to North Carolina. The additional goals state that by the year 2000, all North Carolina educators and other individuals involved in education at all levels will meet established standards ensuring that they are the most qualified in their field; North Carolina will be the first in the nation in the effective application of technology to teaching, learning, and administration; and every elementary and secondary school in North Carolina will have a comprehensive parent involvement and assistance program with all parents actively participating in the education of their children.

North Carolina 2000 can help the state and communities join together in designing, implementing, and evaluating comprehensive, communitywide, and statewide educational plans. This process began in 1992 and will continue to evolve as changes occur during the next eight years. In addition to adopting the state and national goals, the NC 2000 plan:

- Creates nine statewide goals teams to help the state achieve each goal and to develop statewide strategies that may be used by community action teams;

"The future has never been better for education in Oklahoma. We have abandoned a 'business as usual' approach to education. We have embarked on a ten-year program that will have a profound impact on our state and its people for the next century. Our message is simple: Better schools are everyone's concern. As Governor, I regard leadership in that arena as perhaps the most vital and important job I face."

David Walters, Governor of Oklahoma

- Creates community action teams to implement school reform based on the specific educational needs of each community;

- Designates as NC 2000 communities those local areas that adopt, create, and develop local community action plans (including benchmarks and methods for measuring progress) and plans for a "new generation" school; and

- Provides for technical assistance to NC 2000 communities by goals team members; the Department of Public Instruction and its Technical Assistance Centers; local and state offices of the colleges, universities, and community colleges; and other state government departments.

Governor James G. Martin built support for this initiative by seeking the cooperation and adoption of the strategy by key state leaders; by informing the press at each opportunity of the effort and its purpose; and by speaking across the state at chamber of commerce and business meetings, town meetings, and other events regarding the need for reform and the plans for NC 2000. Governor Martin met personally with the house and senate leadership, the presidents of the university and community college systems, and the president emeritus of the university system to enlist their support. He also met with the North Carolina Business Council and other leaders to inform them of the task and to seek their support.

The initiative is tied to other state and local education reform initiatives through the participation and cooperation of groups that are involved in such initiatives. The steering committee and goals teams have representatives from all major reform initiatives. The need for consensus among various groups is a unifying theme for each goals team and the steering committee. Local action teams have reported that it is becoming more difficult to tell who represents which institution or agency in their meetings. The goal is for this to happen with all state committees and local community teams.

Oklahoma

Oklahoma's School Years Initiative is a broad-based reform effort involving business, education, and government leaders. Led by Governor David Walters and Secretary of Education Sandy Garrett, the state leaders are working toward the implementation of Oklahoma's Education Reform and Funding Act of 1990. This reform legislation was written and passed by the legislature following a comprehensive study by Task Force 2000, a group of citizens representing business, education, and government. Following a referendum effort, the citizens of Oklahoma voted to keep this legislative effort.

The state's School Years Initiative, known as House Bill 1017, focuses on accreditation and curriculum. Oklahoma's Education Reform and Funding Act of 1990 mandated the development and implementation of a statewide core curriculum, through efforts titled "Learner Outcomes: State Competencies" and "Outcomes Accreditation." Two major activities provided the impetus for these efforts. "Strategic Planning for the Implementation of Outcomes Accreditation and Standards" was a three-day conference, planned by the Instructional Programs Division of the state Department of Education, that involved educational leaders from across the state. Participants helped plan for the implementation of outcomes accreditation and the new state curriculum.

The collaborative concept statement derived from this strategic planning conference says that successful implementation of outcomes accreditation and standards should:

- Include all stakeholders in the development, communication, and evaluation of a common vision, and the allocation of resources;

- Facilitate a transition to outcome-based education through appropriate staff development and teacher preparation; and

- Guarantee authentic assessment.

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"The state's Modernizing Education program is making bold changes in the way our students are educated. Make no mistake about it—this signals a major change in the way we deliver education to young people in South Dakota. We're going to make certain we not only deliver a quality education to our young people, but that they are given every opportunity to learn and succeed."

George S. Mickelson, Governor of South Dakota

These goals emphasize that schools are places where students are empowered to become successful, productive citizens in a changing global society.

The second activity of the initiative was the Oklahoma Roundtable on "Linking Oklahomans." This two-day conference, planned by the Governor's office and the state Department of Education, involved leaders from business, education, and government in designing a process for empowering each Oklahoma community to develop and implement its vision for continuing reform through local initiative and innovation. As a result of the efforts of the roundtable, local communities will have a strategic plan for involvement in the revitalization of education through the integration of services, citizen involvement, lifelong learning, and visionary leadership.

Oklahoma's legislation stimulates change through provisions for deregulation. The State Board of Education and the state superintendent view deregulation as a means of empowering individual school districts. Most state regulations are eligible for deregulation, for either an entire district or specific sites. Deregulation will allow communities to be creative in meeting the needs of their children.

Oklahoma's leaders have learned that paradigm shifts in education cannot be accomplished without the "buy-in" of all the players. This is not an easy process and takes a great deal of time. The reform effort will be phased in over a period of ten years. It depends on the involvement of a large grassroots group of citizens and the marketing of the initiative to citizens throughout the state.

South Dakota

South Dakota's "Modernizing Education" initiative is a gubernatorial initiative funded initially through an appropriation by the legislature in 1991. Additional funds were appropriated in 1992 to expand the initiative. The program is a "grassroots" or "bottom-up" approach to education reform. The state does not prescribe a single best way to reform schools but instead:

- "Selects" schools through an annual competitive process based on their demonstrated readiness for change;
- Supplies them with additional human and financial resources; and
- Requires them to develop and implement a local school reform plan that outlines bold, systemic changes to be implemented over time.

The initiative is based on the hypothesis that in a rural state with strong local control of schools, long-term systemic change will occur only if the decisionmaking is the product of a local strategic planning process. Eight sites were initially selected and eight sites were recently added. Sites initially will be funded for a three-year term in the program. As a group of eight sites completes its term, eight new sites will be added. The three-year term is viewed as a "get started" period. If additional resources are available over the three years, it is hoped that community plans and commitment are stabilized so that local efforts can be sustained.

In addition, a regional resource system has been established, including a school/community facilitator and a school/university coordinator. The facilitator position provides the sites in the region with additional expertise in such areas as parental involvement, volunteerism (including students), entrepreneurship (also including students), community-based instruction, and lifelong learning. The coordinator serves as a direct link to university research and resources, and provides the sites with coaching, modeling, and curricular and instructional expertise. The project also funds a director for each site, and provides stipends for a team of lead teachers. Sites receive discretionary funding of $25 per student per year. Staff development, including a week-long summer institute, is provided through the project.

An allotment for substitute teachers is made available to each site so that teachers can participate in both project and site-specific staff development opportunities. Through the project's school/university coordinators, school staff can earn graduate credit for some of the in-service work.

South Dakota's Modernizing Education initiative is greatly enhanced by a National Science Foundation Statewide Systemic Initiative (NSF-SSI) grant. The NSF-SSI grant targets reform of math and science from kindergarden through college within the modernizing sites and in other schools in South Dakota. The two share key human resources and also co-fund training programs and consultants. Both the Modernizing Education initiative and the NSF-SSI project build upon work done with local schools that choose to commit to the state agency's Effective Schools program, which includes a three-year self-examination and internal goal-setting process. The Effective Schools program is proving to be an extremely valuable "staging area" for schools that ultimately will participate in the Modernizing Education and/or NSF-SSI initiatives.

The Modernizing Education initiative grew out of NGA discussions in 1988 and 1989. In preparation for the historic Education Summit in 1989, Governor George S. Mickelson held a statewide Centennial Education Summit in South Dakota, inviting teachers, parents, and business representatives to discuss and identify the state's needs and priorities. Following the summits, the Governor held a series of six Family in Education Forums across the state, continuing the education dialogue with citizens and further clarifying the state's needs, priorities, and future directions. The work culminated in the formation of the Governor's Action Committee for Education (ACE), which met for several days to study the findings and to recommend a plan of action to Governor Mickelson.

The Modernizing Education initiative was introduced to citizens and legislators during the 1991 legislative session. The project and the $1.3 million appropriation were passed by both houses of the 1991 legislature and became law on July 1, 1991. During the 1992 legislature, the initial eight pilot sites hosted a one-day showcase in the capitol rotunda. The project was reauthorized with a $1.3 million appropriation and an additional $500,000 appropriation specifically for the addition of eight more sites. As the project entered its second year on July 1, 1992, sixteen districts were in various stages of school restructuring, with incentive funds totaling $1.8 million.

Tennessee

Governor Ned Ray McWherter's 21st Century Classroom reform program was enacted by the General Assembly in March 1992. The reforms reflect a two-year effort to gather information from thousands of teachers, administrators, parents, and members of the state's business community. There are four primary components of the 21st Century Classroom initiative—resources, flexibility, standards, and accountability.

Resources. The Governor's reform package represents a fundamental change in the distribution of state funds for education. Using a new funding formula, called the Basic Education Plan (BEP), the state is attempting to determine both the classroom and non-classroom components needed to provide a basic K-12 education. In addition to personnel, the actual cost of items such as textbooks, gasoline, and utilities is used to appropriate funds that more closely reflect actual needs. The BEP includes elements for capital construction and unique operational expenses, especially important to urban school systems, but does not contain provisions for salary increases.

The legislature funded the Governor's program by increasing K-12 funds by $230 million for fiscal 1993. Of this amount, some $113 million will be used to restore fiscal 1992 budget cuts. The remaining dollars, and future appropriations, will be distributed under the new BEP formula. This is

"The willingness to undertake such ambitious change is a testimony to Tennessee's commitment to do whatever is necessary to make sure its children can compete successfully in the economy of the twenty-first century."

Ned Ray McWherter, Governor of Tennessee

extremely important from a legal perspective, because it means that every new dollar takes Tennessee in the direction of funding equalization among wealthy and poor systems. However, the new funding formula is not an absolute equalization plan. The BEP, after ensuring funds for an adequate basic education, allows school systems to supplement their education programs if local governments wish to establish taxes for this purpose.

Flexibility. While the Basic Education Program funds a designated number of positions in distinct categories such as librarians or guidance counselors, local school boards can choose instead to use the money to hire additional math or reading teachers. The only requirement is that the money stay in the classroom and not go toward administrative or non-academic costs.

At the Governor's recommendation, the State Board of Education already has repealed some 3,700 rules and regulations. The elimination of the rules and regulations is being accompanied by further efforts to encourage innovation at the school level. Schools are encouraged to develop site-based management programs that allow committees of teachers and parents to make decisions regarding budgets, curriculum, and personnel. In addition, eight school systems will be allowed to apply to the commissioner of education for waivers of any remaining regulations that govern Tennessee schools.

Standards. Perhaps the least visible, but a very significant component of the Governor's reform package is the part that will increase academic standards. The State Board of Education has reduced the number of course electives and now requires that every student take more core courses in geography, civics, world history, and computers. The new law eliminates the present seventh-grade-level proficiency test required for high school graduation. It will be replaced with a much more rigorous test that will require, in addition to the current math and reading skills, proficiency in science and social studies. Students who do not pass will receive a certificate of attendance instead of a diploma.

The new law also eliminates the so-called "General Track" curriculum path. This curriculum has been neither vocational nor college preparatory, and is currently used by as many as a third of Tennessee students as a less rigorous path through high school. Tennessee's plan also will require students to decide after the tenth grade whether they will pursue a college preparatory or work-readiness curriculum. The respective curricula will recognize the different needs of these goals and will be tailored to meet them. The work-readiness curriculum is being modified to concentrate on applied skills as opposed to theoretical skills. These students will be required to take more challenging courses such as geometry and writing. Prior to graduation, vocational students will take an assessment examination designed to measure their work skills. In requiring these tougher standards, Tennessee has recognized that it is imperative to upgrade standards to produce a skilled workforce that can compete in the world economy.

Accountability. In exchange for resources and flexibility, the 21st Century Classroom demands accountability from teachers, principals, and administrators. School boards will make all school policies. School board members will be required to attend training sessions on school finance and school policies. Failure to attend may result in their removal from office. By the close of the decade, all superintendents will be appointed. Superintendents will be authorized to make all decisions regarding hiring and school assignments of teachers, principals, and staff, and to make tenure and dismissal recommendations.

Principals will be required to pass a qualifications examination prior to first-time employment and will be required to sign performance contracts with the superintendent. Failure to meet the stipulations of the contract may result in termination. Principals also will be authorized to make all decisions regarding assignment of personnel within the school building. Systems, schools, and teachers will be measured annually on the basis of the "value added" to the students' learning. It is likely that some schools in low-income areas will demonstrate more improve-

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"In retrospect, no one envisioned the amount of work or time that would be involved in developing a statewide comprehensive strategic plan. The major focus now must be the implementation of the plan, beginning with obtaining widespread acceptance of the eleven strategies and their action plans."

Norman H. Bangerter, Governor of Utah

ment in a given year than schools in wealthier areas that currently have higher test scores.

Tennessee's education reform plan will provide financial incentives to schools that meet the established high standards and impose sanctions for those that do not. In school systems that continue to fall short of standards, the commissioner of education and the State Board of Education could terminate the superintendent and the local school board. In the case of school boards that seek to dismiss a tenured teacher, for the first time there will be a record of performance that consists of more than subjective evaluations.

The plan requires the commissioner of education to publish an annual report card for each school system. The report card will include the results of financial audits, value-added assessment scores, graduation test scores, dropout rates, waivers, and local financial contributions to education. The report card also will note the administrative spending for each system, along with how each system has chosen to use its appropriation from the Basic Education Program.

Utah

A strategic plan for public education was commissioned by a concurrent resolution of the Utah State Legislature and Governor Norman H. Bangerter in 1990. The participants in this two-year effort, numbering more than 200, represented the perspectives of business, industry, government, education, parents, and students. The process took thousands of hours and resulted in the creation of a unified vision for public education and a comprehensive plan for achieving that vision. The 1992 legislative session began the process of implementing the plan with some major pieces of legislation. The plan is intended to be a flexible guide to leaders, policymakers, and administrators for aligning public education structures and systems with fundamental principles of effective leadership and student empowerment. The initiative was intended to be the structural framework for all current and future reform efforts.

In August 1990, with the aid of a consultant, the strategic planning committee began its formal efforts to create a five-year strategic plan. A twenty-five-member committee worked for three days to create the foundation for the strategic plan. All decisions were reached by consensus and by agreeing to subordinate personal and organizational interests to the interests of the state's children and youth.

First, the committee members identified a core of beliefs that they held in common. Their belief statements provided a foundation upon which to build and evaluate all other planned documents. The next step was the creation of a mission statement. The committee then conducted an in-depth analysis of Utah's public education system. The analysis included a comprehensive listing of the strengths and weaknesses of the system and an organizational critique of the internal functions of the system. Next, the committee identified factors and conditions over which education had little or no control that may thwart the accomplishment of the mission.

The next step in the process was to identify strategic policies to define what public education would and would not do. The policies established the boundaries within which the system would operate. The committee then developed objectives in measurable and demonstrable terms for which the system would be held accountable. The next and perhaps most important step in this process was to develop strategies. The committees identified eleven strategies, and subsequently eleven action planning teams were appointed. Each team consisted of approximately twenty persons, with broad representation from all education stakeholders. The teams met frequently during the next four months to develop detailed plans. The teams then presented their work to the education strategic planning committee, which further reviewed and refined the plans.

The mission statement serves not only as a cornerstone on which to build the plan, but also as a focal point for concentrating the system's energy and resources on the common purpose. The mission statement for public education in Utah is:

> "Public Education's mission is to assure Utah the best educated citizenry in the world and each individual the training to succeed in a global society by providing students with learning and occupational skills, character development, literacy, and basic knowledge through a responsive, statewide system that guarantees local school communities autonomy, flexibility, and client choice, while holding them accountable for results."

Utah's public education system is committed to achieving specific, measurable outcomes. The statewide objectives reflect these commitments: All Utah students will achieve the objectives of their individually developed Educational/Occupational Plans; each student departing the public schools will achieve success in productive employment and/or further education; Utah education will be the standard worldwide; and Utah will achieve the highest per household income in America.

Strategies are the system's broadly stated ways and means of deploying resources toward accomplishing the objectives. The strategies explain how the system will accomplish the objectives and thus realize the mission. The strategies embody the strategic plan's primary controlling force—acting to direct and shape all efforts that carry the plan forward to fulfillment. The strategies call for the state of Utah to:

- Redesign the educational system, its organization, laws and funding formulas, including removing state and local barriers, to achieve its mission and objectives;
- Develop a world-class curriculum that enables students to successfully compete in a global society;
- Energize the public education system by attracting and retaining educators from among the best and brightest citizens through an aggressive plan to elevate the stature of education as a profession and compensate educators in a competitive way;
- Empower each school to create its own vision and plan to achieve results consistent with the mission and objectives of Utah public education;
- Create the environment and provide the training necessary for school communities to achieve their mission;
- Employ technology to restructure and improve the teaching/learning process and its delivery;
- Install an assessment information retrieval system that will provide students, parents, and educators with reliable, useful, and timely data on the progress of each student;
- Educate all stakeholders on the mission and objectives of public education in Utah;
- Personalize education for each student;
- Support research and development throughout the system with an emphasis on initiatives at the local school level; and
- Expand and strengthen school/business partnerships that support the state's mission for education.

Wyoming

The Wyoming School-University Partnership was formed six years ago by the University of Wyoming and six school districts. The partnership, comprised of teachers and those who teach teachers, now includes fifteen of the state's forty-nine public school districts and encompasses two-thirds of all public school students. Its overall strategy is to reform school instruction and leadership. The partnership

"We have work to do to convince legislators, school boards, and the public that innovation is an ongoing process. Reform is not something done once every twenty years in response to yet another study, but is done every day as we seek to provide our children with the best possible education."

Michael Sullivan, Governor of Wyoming

seeks to overcome barriers of distance that educators face and the resultant lack of communication among those in the education profession. It specifically links the state's public schools with the University of Wyoming to provide new teachers and those in teacher training programs with practicing teachers who will serve as their mentors. Governor Michael Sullivan has played an active role in increasing public awareness of the program and reminding those involved in changing education of the central and essential role of the classroom teacher. He also has helped facilitate financial support for the project from business sources and corporate foundations.

Although the School-University Partnership began in 1986, its efforts will be enhanced greatly through the creation of statewide Centers for Teaching and Learning (CTLs). These centers provide models for teaching for educators throughout the state, hands-on experience for those training to be teachers, and ongoing professional development activities for all educators. The CTLs will be housed within the University of Wyoming's College of Education and in each partnership district. Each center will allow best practices to be created, tested, developed, modeled, and practiced. The centers also will help fulfill the goal of recruiting the best students to become teachers by providing enhanced opportunities for internships and student teaching experiences with master teachers and university faculty.

At the heart of the School-University Partnership are seven basic principles: a focused core curriculum determined by school practitioners based on high academic standards and expectations for all students; regular and accurate student assessment; professional development that reflects the "cutting edge" of research on teaching and learning; leadership that stresses the principal as instructional leader; equity and a commitment to the belief that all children can and will learn; collaborative decisionmaking among teachers, support staff, and administrators; and parental involvement and participation in schools.

The efforts of the School-University Partnership are focused in three areas—teacher preparation and renewal, administrator education, and technology in educational settings.

Teacher Preparation and Renewal. These programs are specifically tailored to meet the needs of all school children in the twenty-first century. The emphasis is on providing curriculum development and pre-service and in-service training programs, as well as creating exemplary school sites and internships through which future teachers can gain experience using the best possible educational practices.

Originally conceived as being primarily for the improvement of pre-service training of teachers, the partnership has become more focused on teacher renewal than originally envisioned. Most "turf battles" and concerns that academics do not understand real life situations, or that classroom teachers are closed to new ideas, have been overcome and much stronger relationships between prospective and practicing teachers have been developed.

The CTLs particularly show that pre-service and in-service training can work hand in hand, and that teachers can learn vital lessons from both academics and practitioners.

Administrator Education. Administrator education programs are designed to meet the current and future needs of public school administrators. The emphasis is on competencies and academic-related aspects of preparation programs, administrator internships, and mentor programs. Funding has been acquired to provide a dozen fellowships per year for prospective administrators, enabling them to complete significant internship experiences without being penalized economically—a critical consideration in the recruitment of diverse candidates. The program includes academies for administrators and the assignment of a mentor to each administrative candidate.

Technology in Educational Settings. This collaborative planning effort is directed at increasing learning, improving administration, and enhancing school renewal through more effective use of technology. The emphasis is placed on the pre-service

and in-service training programs of educators. The University of Wyoming, in cooperation with the Wyoming Division of Telecommunications, the state Department of Education, and the Wyoming Community College Commission, rapidly expanded Wyoming's two-way, interactive video network over the past year. This was accomplished through a grant from the Wyoming Education Trust Fund, created in 1991. The university and eight other sites across the state now are connected through interactive video technology. The network also is used to deliver college-level courses and to allow students and professionals to observe master teachers and best teaching practices in action, or to be observed and instructed as they work in the classroom.

One segment of the education community overlooked in the early stages of the partnership was Wyoming's community colleges. These two-year institutions provide instruction for many prospective education majors at the university. But they came late to the partnership process, reflecting long-time coordination problems between the university, the community college system, and the public schools. This is being addressed by the newly created Wyoming Post-Secondary Education Planning and Coordination Council. A majority of the community colleges now are involved integrally in the ongoing development of the partnership and are important hubs in the interactive video network.

The partnership is both central and complementary to efforts to build a new generation of schools in Wyoming. It encompasses the philosophy of the state's new outcomes-based accreditation standards. It expands on the University of Wyoming's new five-year teacher education program, which demands mastery of subject matter. It uses the state's enhanced efforts to link the state with modern technology. Most important, it joins the Wyoming Education Trust Fund in recognizing that classroom teachers must be involved and empowered if meaningful systemic improvement is to be achieved in the state's schools.

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Keys to Changing the System is a product of a year-long effort by eleven states to identify, examine, and initiate strategies for achieving the national education goals related to the school years. The action team examined the barriers to restructuring, lessons from corporate restructuring that may apply to education, how best practices are shared in education and business, and how new types of assessment can contribute to school reform efforts.

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